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WEEKLY REPORT TO THE COMMISSIONERS FROM THE EXECUTIVE DIRECTOR FOR THE PERIOD ENDING MAY 25, 1970

Committees on
Finance and Construction
Wednesday, May 27, 1970
in the
Board Room
at 4:00 P.M.

THE JERSEY JOURNAL

WEDNESDAY, MAY 13, 1970

PATH Safety Lectures Begin

The PATH rail safety information program begins today at 1:30 pm. in Harrison High School. For the second year Port Authority Police will conduct a series of hour-long assemblies to inform area children of the dangers surrounding exposed rails. Last year the program was given to Jesey City students, and will concentrate on Kearny, Harrison and East Newark this year.

Port Authority Police Sgt. Joseph Dondero will give an introductory lecture emphasizing the high voltage system utilized by the PATH trains, and a 20-minute film will be shown to illustrate the problems railroads have with switch-tampering, rock-throwing and other types of vandalism. The film, entitled "The Right Track," is produced by the Association of American Railroads.

THE PROGRAM will also discuss the Penn Central Power system as it applies to their track in the West Hudson area, and there will be a question-and-answer period. Take-home material will be provided for the students.

"Although the children shouldn't be on railroad property, some inevitably will be playing by the tracks, and it is therefore necessary that they should be aware of the dangers. They should realize, for instance, that the third rail is hot. Hopefully, the program will keep kids away from the tracks," said a spokesman for the Port Authority.

In all, there will be nine lectures. After today, presentations will be May 14 at East Newark Elementary School, May 20 at Holy Cross Elementary School, Harrison, May 20, at Our Lady of Czestochowa School, Harrison, May 21 at St. Anthony's School, East Newark, May 26 at Franklin Elementary School, Kearny, May 27 at St. Cecilia School, Kearny, May 27 at Our Lady of Sorrows School, Kearny, and June 2 at Washington Elementary School, Kearny.

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PRESIDENT SIGNS AIRPORT/AIRWAYS FINANCING BILL

Last Thursday, President Nixon signed into law the airport/airways financing legislation (reported in detail in the Weekly Report of May 19). The bill, representing the most significant advance in aviation legislation since the Federal Aviation Act of 1958, had been passed by the Congress only a few days previously.

CONGRESSIONAL HEARINGS BEGIN ON NATIONAL TRADE POLICY

Amidst mounting protectionist pressures in the Congress, the House Ways and Means Committee is conducting hearings on foreign trade policy. Protectionist sentiments have been intensified lately by the current economic slowdown and rising unemployment, placing the United States clearly at a crossroads. One road leads to a continuation of the 35-year commitment to reciprocal international trade and cooperation; the other heads towards compulsory import quotas, which will bring about foreign retaliation against American exports and potential "trade wars" between nations.

First Legislation Since '62

The hearings are focusing mainly on the Trade Act of 1969 which President Nixon submitted to Congress last November. While not intended as landmark of liberal trade legislation, the new Act would be the first major trade legislation since the Trade Expansion

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expanded transport capacity through innovations such as containerization which make international trade cheaper, safer, simpler and thus more attractive. Since the most essential elements that make up a country's ability to compete in the international marketplace are the levels of that country's prices, the investments by American ports which help keep the cost of transport down are directly contributing to the ability of United States products to share in overseas markets, Mr. O'Hara emphasized.

Trade Vital to Entire Nation

Referring to a survey conducted by the American Association of Port Authorities two years ago which showed that 583,000 persons in the United States earned their livelihood directly from the handling of foreign trade, Mr. O'Hara submitted that millions of workers earning their livelihood in every part of this nation have a direct stake in the maintenance of a healthy two-way flow of trade. Furthermore, ports are basically interchange points between land and ocean transportation, where large numbers of people join forces to carry out this interchange function smoothly and economically. Since the physical handling of cargo is but a small portion of the total number of activities which necessarily accompany a foreign trade transaction, Mr. O'Hara explained that the AAPA survey did not include categories of workers whose foreign trade activities are difficult to isolate such as railroad and trucking company employees, employees of manufacturers which export and import, of trading companies, etc.

Referring to Maritime Administration figures that 2,500,000 workers are employed in export-related industries in states having port facilities - some 83 per cent of the estimated three million jobs created by overseas demand for U.S. products, Mr. O'Hara argued that these American workers depend on a demand which can be maintained only if our trading partners can pay for their purchases by selling their products to us. Thus, Mr. O'Hara stated: "While we testify here in support of the Trade Act of 1969 in our own self-interest, we believe this self-interest to be synonymous with the national interest. The proposed Trade Act of 1969 is a vital step on the road to expanded trade on a fair and equitable basis with adequate provision for both domestic and international adjustment."

Act of 1962 which gave the President the tariff reduction authority used in the Kennedy Round negotiations. This authority has expired. The 1962 Act also created the Office of the Special Representative for Trade Negotiations and provided for adjustment assistance to American firms and workers adversely affected by tariff reductions. As written, the Trade Act of 1969 would make it somewhat easier for those hurt by imports to obtain relief without forcing the Administration into action which might provoke foreign retaliation while promoting reciprocal reduction of non-tariff barriers to trade.

Since they are not limited to the Administration's trade bill, the hearings embrace hundreds of tariff and trade proposals presently pending before the House Ways and Means Committee. Among these proposals is the Committee Chairman's (Wilbur Mills) omnibus trade bill which includes mandatory quotas on textile and shoe imports. The introduction of such a measure by Chairman Mills, who has not been a protectionist in the past, is indicative of the strength of the current protectionist movement.

Supportive Witnesses

The hearings were devoted during the first week to Administration witnesses supporting the proposed Trade Act of 1969. Representatives of trade organizations and business groups who were heard during the following week, included our Director of Port Commerce, Clifford B. O'Hara, appearing in his capacity as Chairman, Committee XI: Foreign Commerce, the American Association of Port Authorities. Mr. O'Hara is also Chairman, Foreign Commerce and Government Traffic Committee, the North Atlantic Ports Association.

In speaking for both Associations, which represent all the nation's principal ports, Mr. O'Hara noted that American ports have invested over $2 billion since the end of World War II in terminal and cargo handling facilities to accommodate the flow of commerce. Last year alone, this commerce amounted to 417 million long tons valued at almost $42 billion. Through their massive investment in facilities, Mr. O'Hara explained, these ports have not only provided for efficient transfer of goods between ocean and inland carriers but

Vigorously Oppose Quotas

Mr. O'Hara recorded the vigorous opposition of all U.S. ports to protectionism, including import quotas on any products. (See the *New York Times* editorial on the same subject in the clippings section of this report.) Quoting President Nixon's message to Congress that trade policies must advance the national interest and not be a device to favor the narrow interest, he described import quotas as negative, self-defeating responses to both competition and the unfair trade practices of others. He continued:

> "By giving protection to the few at the expense of the many, subsidizing industries that should be upgrading their products and the skills of their workers, we would invite foreign retaliation against U.S. exports in other industries and workers, feed inflation and erode the purchasing power of American consumers. It is a fact that ports tend to be the driving economic force in their local hinterlands and that a great portion of the nation's industry and population is concentrated about the U.S. ocean and lake ports. It is therefore not only in their own economic interest that the U.S. ports oppose unilateral or more severe import restrictions but as representatives of consumers, business and labor generally, which could all be seriously injured as a consequence."

The long list of witnesses requesting to be heard on both sides of the issue and the vigorous questioning of witnesses by the Congressmen, indicate that the entire issue remains very much in the balance. The hearings are scheduled to resume on June 1.

WORLD TRADE CENTER CONSTRUCTION PROGRESS REPORT

Steel erection on the North Tower Building of The World Trade Center is now two floors higher than the location of your new Board Room which will be on the 67th floor. With all steel work completed to the 69th floor, the kangaroo cranes have been jumped to a working elevation at the 72nd floor. Elevator service for construction personnel is now available to the 57th floor and concrete has been poured on that floor. The aluminum curtain wall now appears as a shining band between the 9th and 18th floors.

New Asbestos Spray Regulations

As I reported to you on April 20, the use of fireproofing materials containing asbestos has recently come under criticism and the Environmental Protection Administration has issued a set of administrative standards covering the spraying of asbestos containing materials. Virtually every fireproofing contractor in the City has ceased spraying with asbestos.

Since it has always been the policy of the Port Authority to conform voluntarily to municipal rules and regulations to the extent practicable where the public health or safety is involved, our fireproofing contractor, Mario & DiBono, was directed to cease asbestos spray operations. At the time the order was issued exterior steel beams had been sprayed up to the 18th floor. Inside spraying had been completed to the 36th floor.

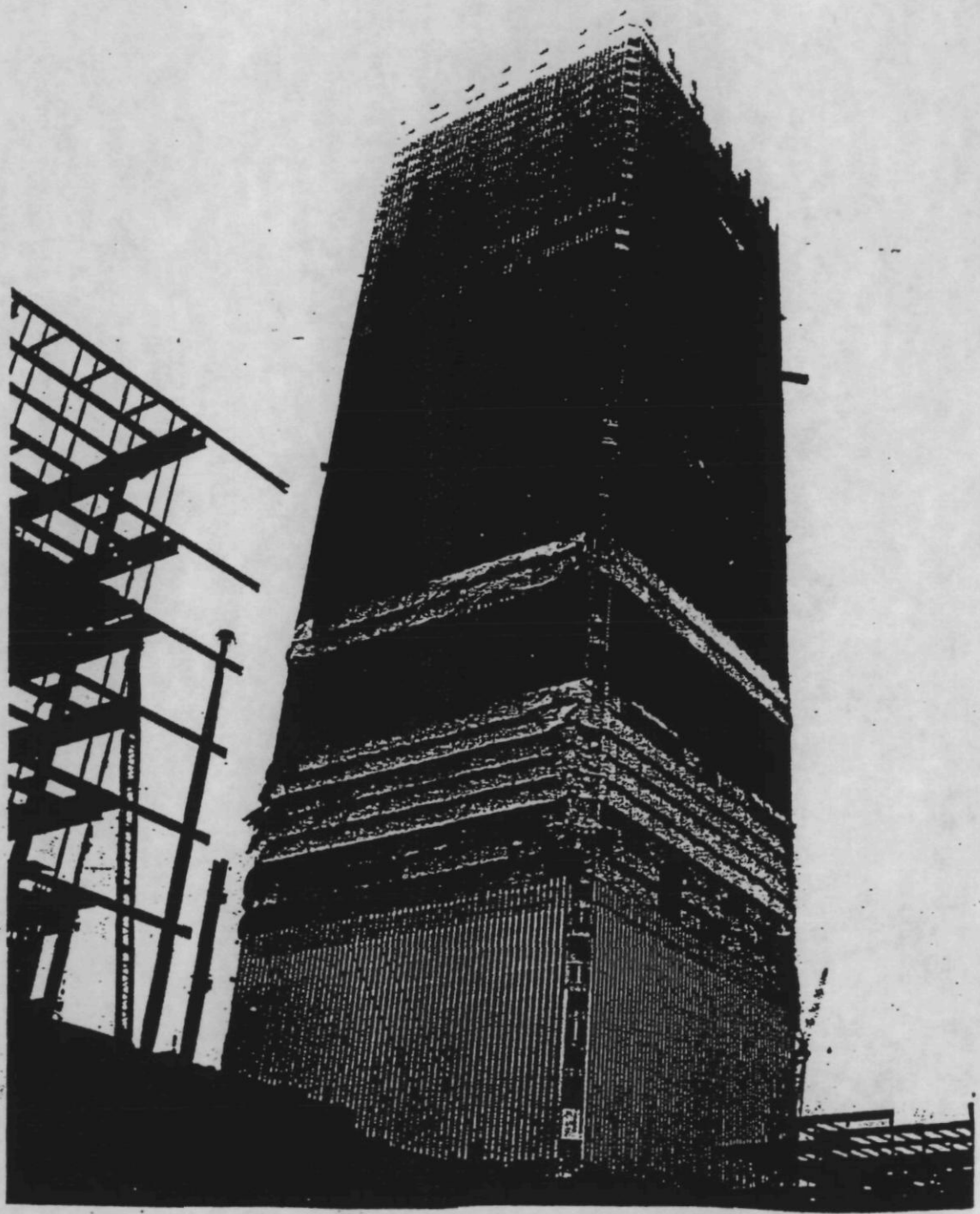
A Substitute Found

Fortunately, our staff has been working with experts on this problem for more than six months. Dr. Irving J. Selikoff, Director of the Environmental Sciences Laboratory at the Mt. Sinai School of Medicine, has been assisting us not only in developing standards for the use of asbestos containing material but also in seeking an alternate material which does not contain any asbestos fibers.

This new material was introduced on the market only recently by U.S. Mineral Products Company of Stanhope, New Jersey. Independent laboratory tests showed that this material is as effective, from the standpoint of fireproofing durability, as the one containing asbestos fibers. We are presently reviewing with the City the use of this new material in order to determine if they would find it totally acceptable from the standpoint of public health. In the meantime we are spraying the steel in the North Tower Building with the new material.

PAPhoto 11981–70

The lobby of the North Tower Building is a mass of scaffolding. This view shows how the lobby balcony is beginning to take form. The lobby's ceiling is 70 feet above the floor.



PAPhoto 11994–70

The massive dimensions of the World Trade Center's North Tower Building are strikingly illustrated in this photo.

Glass Installation Begins

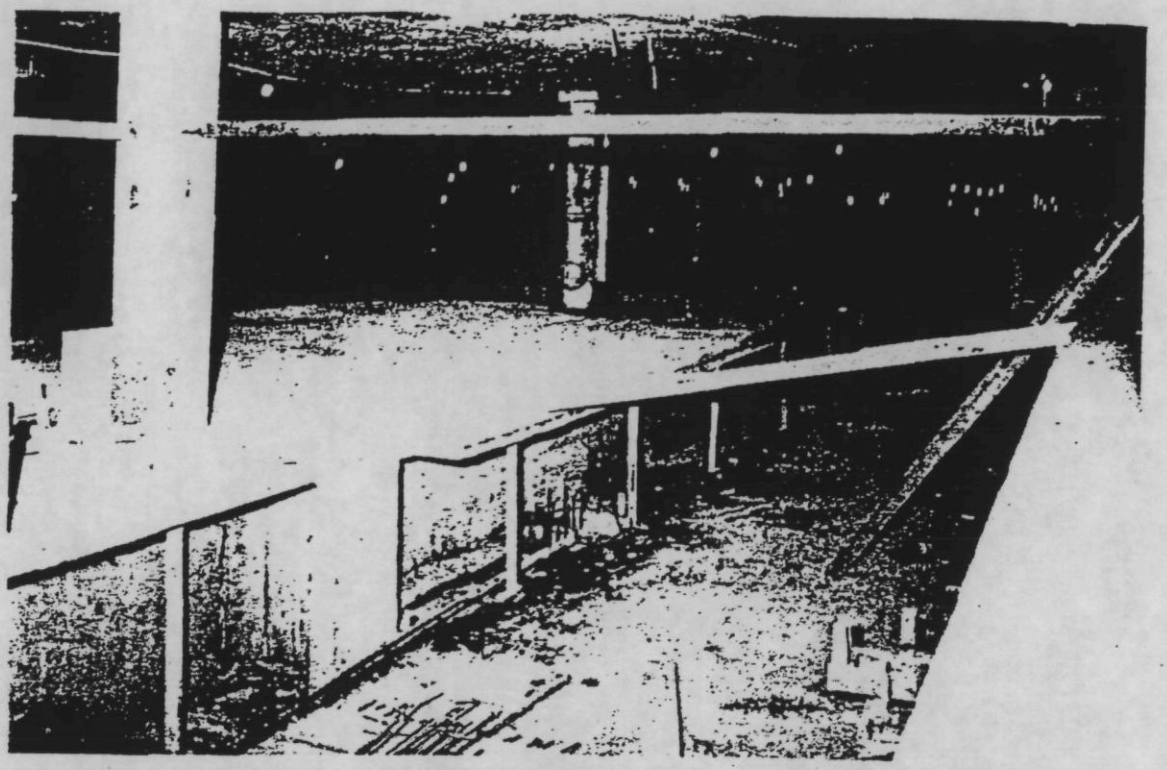
The most important work preceeding interior finishes within the Tower Building began this month with the installation of glass on the 9th floor. As the glass work is completed on succeeding floors, finishing trades will deliver supplies and start their work. Another key to tenant occupancy of the first zone floors nine through sixteen is the installation and operation of at least half of the required equipment in the mechanical equipment room on the 41st floor. This equipment will provide heating and cooling for the 9th through the 40th floor when the building begins operation. Fans and other equipment are being delivered and installation of materials such as piping has been started by the contractors.

Other construction continues with the South Tower Building erected to the 24th floor. Structural steel is 79 per cent erected and stairways are installed in the Customs Building and the Northeast Plaza Building's structural steel is about 60 per cent erected. Concrete pouring began this month in the basement areas of the Northeast Plaza Building and the electrical plumbing contractors installed temporary lighting and plumbing.

Art Work Also Progressing

In April of 1968, you authorized the commissioning of a bronze sculpture for the fountain in the World Trade Center Plaza to be executed by Fritz Koenig of Munich, Germany. This work is approximately 24 feet high and required a full scale plaster cast before final work could begin. The plaster cast was completed approximately a year ago, has been disassembled for casting, and 3/4 of the bronze casting has been completed. Mr. Koenig should have the bronze ready for shipment to this country by year's end. However, it will be another six to eight months before this sculpture is received in New York and reassembled in the fountain.

You also authorized the commissioning of a sculpture of black Swedish granite by Masayuki Nagare. This work is to be placed at the main entrance to the Trade Center on Church Street. A 1/5 scale model of the sculpture has been completed by the Artist. Staff



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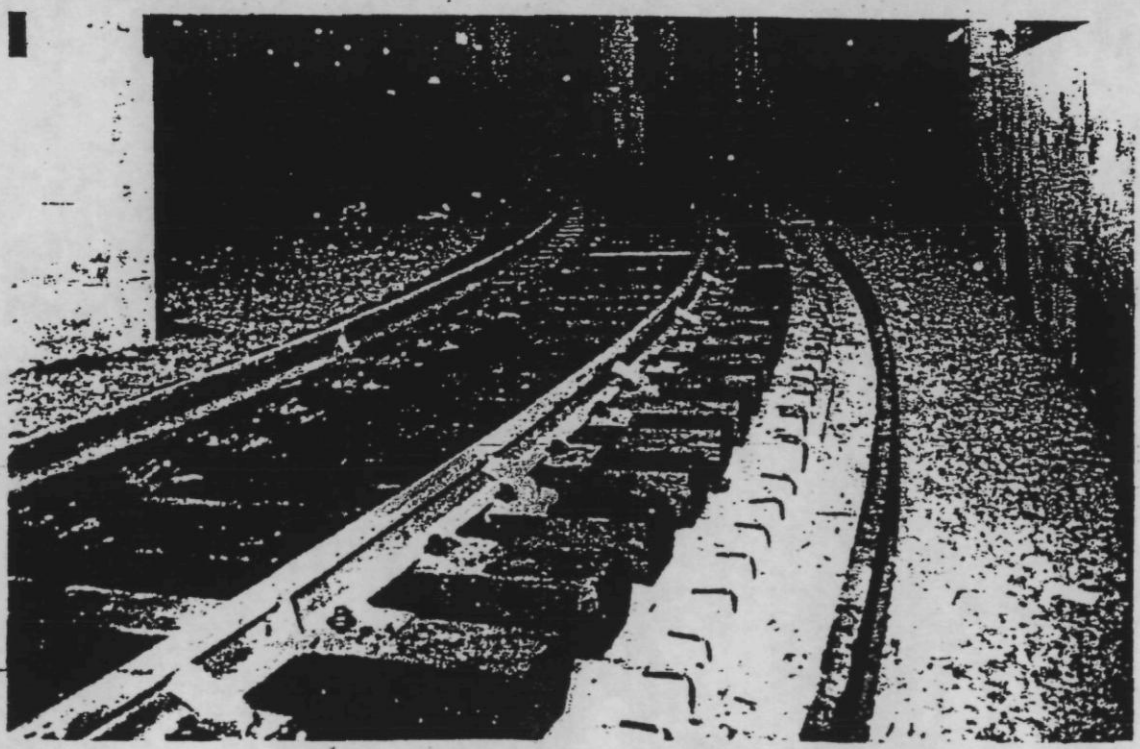
Construction is progressing rapidly on the new PATH terminal at the Trade Center. The photo above shows the partially completed platform; the tracks leading to New Jersey are shown below.



PAPhoto 12773-70

and our Architect, Minoru Yamasaki, will examine the scale model in July to insure that its structural properties are acceptable and that the aesthetic effect Yamasaki desires has been achieved. The Nagare work will be delivered and installed by June 30, 1973.

In addition to the Koenig and Nagare works, you will recall that we have also commissioned a stabile by Alexander Calder which will be placed at the West Street entrance to the North Tower Building and a twenty-five foot stainless steel sculpture by James Rosati which will be placed in the plaza between the North and South Tower Buildings.

LONGSHOREMEN TEMPORARILY HALT CONTAINER MOVEMENTS

Without any warning, the International Longshoremen's Association refused last Wednesday to handle containers that had been packed at warehouses or industrial plants. The union demanded that such containers be loaded or unloaded at the piers. The ILA action halted the flow of containers through New York, Boston, Baltimore and Norfolk until an understanding was reached on Thursday which permitted the containers to move again in a normal manner.

The union's container boycott stemmed from a clause in the ILA's latest contract with the New York Shipping Association which provides that ILA labor must be used at longshoremen's rates and at a waterfront facility to pack or unpack containers packed with consolidated merchandise. This alludes to containers carrying shipments of more than one shipper or consignee. The contract provides further that if the shipping companies violate the provision they will be liable to a fine of $250 for each container not packed in accordance with the contract. The fines are paid into a joint ILA-NYSA Welfare Fund.

Many Violations

The ILA alleged that it has tabulated many violations since the provision became effective October 1, 1968. Many of the violations, according to the ILA, were arranged by

the shipping companies in an effort to avoid the terms of the contract and the payment of the fines.

Actually, it would have been impossible from the standpoint of space and organizational capacity to stuff and strip all the containers boycotted by the ILA if its ultimatum had remained in effect. The pier operators simply held the boycotted containers in their terminals and did not attempt to unload and reload them.

Under the settlement reached on Thursday, which will be recommended to the membership of the NYSA for ratification, the fines will be increased from $250 to $1,000 and both the ILA and NYSA are committed to enforce the rule in the future.

WATERFRONT COMMISSION JURISDICTION EXTENDED TO AIR CARGO

Governors Cahill and Rockefeller signed bi-State legislation last week extending the Waterfront Commission's jurisdiction to air freight moving through Port of New York airports. Thus, the two States took a significant step toward combatting a serious public and economic problem.

Simply stated, the problem is that there has been a large increase in air cargo thefts as volumes of air freight have grown during the 1960's. In 1962 reported thefts at Kennedy Airport totaled $45,000; in 1969 they totaled $3.3 million.

Pattern Of Crime

Perhaps more meaningful is the fact that there is an indisputable pattern of organized theft and pilferage of air cargo. Hearings held by the New York State Commission of Investigation in 1967 culminated in a Commission finding that "the dominate union and truckmen's associations at Kennedy were in the hands of criminal elements." The Chairman of that same Commission in March, 1970, reported that "the truckers and the unions have the same characters indicating that there has been no internal housekeeping."

The Port Authority, therefore, strongly supported enactment of air cargo legislation to apply the same basic techniques which the two States enacted in 1953 (with strong Port Authority support) to clean up the deplorable and lawless conditions on the piers and docks in the Harbor.

Many To Be Licensed

In the case of the air freight industry, the Commission will license the following: employees handling freight, contract trucking firms, operators of air freight terminals or warehouses, and labor relations consultants in the air freight industry. The licensing is designed to root out any existing criminal elements in the industry and prevent such sinister interests from placing operatives in key positions with access to information about high-value shipments. By regulating trucking firms and their employees, the legislation is an improvement over the existing regulatory system for piers and docks. The lack of such power in regulating waterfront activity has been a source of recurring difficulty to the Waterfront Commission.

This legislation also expands the membership of the Commission from two to four, and confirms the power of the Commission to appoint police officers, possibly to replace private guards who now ineffectually attempt to safeguard air freight.

Airlines Opposed

The airlines strongly opposed the legislation both in Albany and Trenton, insisting that they were able to handle their own security problems. In a Port Authority statement delivered at a legislative hearing in Trenton, the Port Authority was obliged to point out that the airlines' performance in the security area has been completely inadequate. Two examples were given: One, the fact that only five of the 43 airlines handling cargo at Kennedy have built burglar proof high-value storage areas although our Police Department has been urging such facilities for two years; second only four airlines have arranged for direct "silent" burglar alarms connected to the Port Authority police desk.

Our Position

To the airlines' suggestion that the Port Authority itself should by given the responsibility which the legislation now vests in the Waterfront Commission, our position was that this would be an obvious conflict of interest. The Port Authority, as a general proprietary, financing and developmental agency, could not appropriately be vested with the type of police and regulatory powers granted to the waterfront Commission.

Because our police are quite knowledgeable about the air cargo industry and its problems, the Waterfront Commission has asked that we meet with them on June 3 to assist in planning for their undertaking of this new responsibility.

HARBOR INSPECTION: MUNICIPAL BOND CLUB

The Authority had its annual harbor inspection on Thursday, May 21, to which members of The Municipal Bond Club of New York, out-of-town bondmen and representatives of the banks with whom we deal were invited. Approximately 250 attended. The entire day was superb, with beautiful weather. The guests assembled at the Wall Street Club for coffee, at which time I had the pleasure of welcoming them. I commented on the present state of the bond market, financing by the Authority in the last few years, the fight on tax exemption, and discussed our operating results, financial plans and capital requirements for 1970.

Newark Airport Visited

After the Treasurer outlined the program for the day, the group departed by bus for the Newark Airport Redevelopment site. At the field, they were joined by engineers who boarded each bus and explained in some detail the intricacies of this massive undertaking. Following a complete tour of the site, they proceeded to Port Newark, where they boarded

Circle Line XV for buffet lunch and a tour of the harbor. They saw at close range the huge containership installation at Elizabeth, as well as the shipping activities at Port Newark. On the remainder of the trip, the guests were able to see the Bayonne Bridge, the World Trade Center, the Hoboken-Port Authority Piers, the ventilation buildings of the Holland and Lincoln Tunnels, the George Washington Bridge and the Brooklyn-Port Authority Piers.

The boat docked at 4:00 P.M. at the Wall Street Heliport where the Treasurer thanked the men for their time and they in turn indicated their appreciation of the trip. A copy of *THE GREAT PORT* was presented to each of the guests. It was a day of interest and relaxation in a time of financial gloom.

THE SPOILS DISPOSAL PROBLEM

The growing problem of disposing of spoils dredged from channel bottoms as part of deepening projects was a major topic of discussion at a recent meeting of the American Association of Port Authorities with Major General F.P. Koisch, Director of Civil Works, office of the Chief of Army Engineers, and members of General Koisch's staff, including his Deputy, Brig. Gen. R.H. Groves. We were represented by Edward S. Olcott, Chief of the Central Planning Division of the Planning and Development Department, and Alfred Hammon, Supervisor, Development Planning Section, who are Chairman and Secretary respectively of the AAPA Committee on Ship Channels and Harbors.

Deep Concern

As Chairman of this Committee, Mr. Olcott told the Corps officials that there was deep concern about Administration-sponsored bills now before the House and Senate aimed at ending spoils dumping in the Great Lakes. There was also great interest in the Corps' current study aimed at solving spoils disposal problems in coastal areas. While concurring in their anti-pollution objectives, Mr. Olcott questioned the fairness and practicability of

provisions in the pending bills which would require local interests to provide large land containment sites for dredged spoils - especially in land-scarce urban areas along the coastline - and also require them to pay half the construction costs for such containment areas.

Noting that pollutants on channel bottoms were caused largely by municipal sewage and industrial wastes, Mr. Hammon contended that it would be unduly harsh to penalize navigation for their removal. The AAPA expressed the view that such work should be funded by the government as national anti-pollution measures.

Water Polluters

The AAPA representatives also questioned the practice, which appears to be growing, in some quarters, of terming the development of ports and their waterways as "water pollutors." Louis Purdey, of the Port of Toledo, contended that in his area, for example, considerable pollution was being caused by farm and land runoffs which should not be charged to navigation.

General Koisch warned that local interests "had better start looking" for land areas despite the fact that the coastal dumping problem was still under study and not scheduled for completion until September 1, 1970. He added that assumption by the Federal Government of half the costs of building land containment disposal facilities reflected the basic federal navigational interest while the local-cost share and the land provision requirement (extremely costly items in many port areas) reflected the Administration's view that more such costs should be borne by local interests.

CUSTOMS WILL INTENSIFY BAGGAGE INSPECTION AT KENNEDY AIRPORT

We have learned that the Bureau of Customs will initiate new steps soon to assure stepped up, indeed, maximum enforcement of inspection regulations as part of its efforts to

stem the growing volume of narcotics smuggling into the country. These new steps will include thorough examination of a greater percentage of arriving international air passengers and a review of the system of "preclearing" passengers coming into the country from certain foreign points.

The preclearance technique has significantly lessened the strain on U.S. gateways, especially the crowded International Arrivals Building at Kennedy Airport. People destined for this country from Nassau, Bermuda, and several Canadian cities go through the U.S. inspection procedures before their departure rather than after their arrival.

The government has been considering cutting back or eliminating preclearance in an effort "to lessen the balance of payments deficit" and to move on narcotics smuggling originating at the points of preclearance. We now understand that inspection personnel will remain at these foreign points and that Customs' review of the preclearance procedure will be only to examine how enforcement at those points can be upgraded, not whether preclearance should be discontinued. This is good news since almost a quarter of the international air travelers arriving at New York/Newark are on precleared flights.

One-Step System Retained

While Customs will retain the accelerated inspection or "one-stop" system introduced in 1968, clearance will take longer for many people this year at Kennedy because Customs will thoroughly examine up to about 40 per cent of arriving passengers and their baggage. They now look closely at about 25 per cent. This change will not necessarily impose additional delays on overseas arrivals, however, since we have been assured by Customs locally that an increase in inspection personnel will offset the additional inspections required.

For the first time Customs has acknowledged the success of the "one-stop" system after experimenting with it for two years at seven gateways including New York. Under this system at Kennedy most people receive clearance from the inspection agencies at *one* point and then proceed to pick up their baggage and leave the building. About 40 per

cent of them, beginning in June, will be asked to bring their baggage to a second station for a thorough inspection.

Prior to 1968 all arriving passengers had to pass through three inspection stations: Public Health, Immigration, and Naturalization and Customs. When Customs selected any baggage for special examination everyone else in the line had to wait. Under "one-stop", most of the passengers who come in on a plane are out of the Arrivals Building while those receiving intensive examination are opening their bags.

Two Other Factors: Favorable and Unfavorable

Two other important factors will affect the peak summer traffic period for arriving international air passengers this year. One is favorable and the other is unfavorable. The favorable development is that the decentralization of clearance facilities at Kennedy Airport will be substantially affected by the Federal inspection agencies' use of TWA's and BOAC's terminals for inspections in addition to the Arrivals Building. TWA opened its satellite for clearance facilities this spring; BOAC expects to open around July 1. These two facilities should handle close to one-quarter of the arriving international air passengers at Kennedy this summer and the anticipated growth in international air traffic this year will not be as great as the number diverted from the International Arrivals Building to TWA and BOAC. Thus we can expect, for this summer, that fewer passengers will be cleared through the Arrivals Building than last year.

The unfavorable development is that this will be the first summer when the 747 jumbo jet aircraft, which carries about twice as many passengers as a typical DC 8 or 707 aircraft, will be disembarking passengers at the IAB for federal inspection clearances. Advanced information indicates that there will be thirteen 747 arrivals at the IAB on a typical day in August. The "instant surges" that some 300-plus passengers will create will tax the clearance facilities. In one 15-minute period, around 4:00 P.M. for example, there are three scheduled 747 arrivals.

CONGRESS ASKED TO AUTHORIZE FEDERALIZATION OF SOUTH BROTHER ISLAND CHANNEL

In a statement presented by Roger Gilman, Director of Planning and Development, before the Senate Committee on Public Works, we have requested Congress to include a provision in the pending Rivers and Harbors bill for 1970 to transfer South Brother Island Channel to the Federal Government for maintenance and for deepening to 35 feet.

The Port Authority constructed the South Brother Island Channel to a depth of 30 feet some six years ago and has been maintaining it since as a replacement for the Rikers Island Channel which had to be blocked when we extended the LaGuardia Airport runways. From the beginning it was intended that the new channel would eventually be federalized.

Many Steps Necessary To Federalization

Since the channel's completion, the Planning and Development Department's Central Planning Division has worked hard on the various steps necessary to getting the Federal Government to take over the waterway. The first step was a study by the New York District Engineer which was undertaken soon after the Channel was opened. The study, finally completed in 1968, recommended the transfer.

Since the Corps of Engineers' favorable report, the Central Planning Division has continued its efforts which included securing State and Federal clearances necessary before the project can be incorporated in federal legislation. This phase of the program came to a successful conclusion in January when the Bureau of the Budget granted its approval (See Weekly Report of January 16).

Since then we have received the assistance and cooperation of the American Association of Port Authorities' Committee on Ship Channels and Harbors, which is chairmanned by Edward S. Olcott, Chief of the Central Planning Division. This committee initiated a nationwide effort to persuade the Senate and House Committees on Public Works

to enact Rivers and Harbors legislation this year. Otherwise, we would probably have had to wait until 1971 or 1972 for any action from Congress.

PATH ORIGIN AND DESTINATION REPORT

Since the Port Authority took over operation of the old H&M Railroad and began operating the transit system as our PATH subsidiary, many changes have taken place in the system itself and in its patronage. For example, a noticeable increase in patronage took place as our massive rehabilitation and modernization program achieved our objective of improved service. The inauguration of the Aldene Plan in April 1967 and the abandonment of the Erie-Lackawanna Railroad's ferry service late that same year placed additional demands on PATH. Industrial changes have created further demands.

Six-Months Survey

To determine what effects these changes had on the overall system, the Research and Statistics Division of our Planning and Development Department undertook a six-month origin and destination survey in early 1968 in which more than 35,000 passenger questionnaires were collected. These have been analyzed in our report on the project entitled *1968 ORIGIN AND DESTINATION SURVEY.*

The report was prepared by Samuel Berger and Joseph Pekarsky under the direction of Fred Marston, all of the Central Research and Statistics Division. While the report, in effect, updates a previous survey which was undertaken shortly after we acquired the H&M, it actually is one of the most comprehensive studies ever made of the passenger and trip characteristics of the PATH system.

Highlights

The survey showed that passenger flows have become increasingly concentrated during the morning and afternoon peak periods until they now account for some 70 per cent of the 140,000 daily patrons. This is a basic characteristic of PATH and other commuter railroads and the basis of their financial difficulties, as we all know. The strong peaking characteristics of PATH traffic are underscored by the fact that 40 per cent of the riders board trains in just two hours - from 8 to 9 a.m. and 5 to 6 p.m. Furthermore, the peaking is even higher during the periods from 7:45 to 8:45 a.m. and 4:30 to 5:30 p.m. This demonstrates the economic dilemma of PATH and other mass transit systems which must be geared to peak hour demands although they are grossly underpatronized for the greater part of the day. We have reported this previously, of course, in discussing our program of staggering work hours in lower Manhattan. In fact, our current project to persuade business to adopt a staggered work hours program has already begun to show encouraging results by somewhat spreading out the "peak of the peak."

The collected data indicated that about half the passengers who board PATH trains in New Jersey come from areas in the vicinity of the stations there or the communities close to the stations. The other half comes from more distant suburban communities. Jersey City alone generates some 30 per cent of passenger movements.

Destinations

Furthermore nearly half of the patrons whose trips originate in New Jersey are destined to points in Manhattan south of Houston Street; about 30 per cent are bound for mid-Manhattan locations; and about 9 per cent for other destinations outside the lower and mid- Manhattan areas. About 11 per cent of the New Jersey boardings consist of intrastate trips.

Since the majority of the passengers boarding at the New York stations are the same patrons who began the first half of their trip west of the Hudson River, their travel

patterns reflect almost a mirror image of the New Jersey patrons. There are two notable exceptions:

1. A considerable number of riders board at the New York PATH stations in the morning and travel against the predominant traffic flow. Many of these reverse commuters are blue collar workers who reside on the New York side of the Hudson and are employed at industrial plants in New Jersey.

2. A substantial volume of intrastate passengers make both ends of their trip on the same side of the river, primarily in New Jersey.

Journal Square a Hub

Accessibility is the prime factor for passengers choosing a particular PATH station. Over half of the riders coming from Jersey City board at Journal Square. Journal Square also attracts 48 per cent of the PATH passengers originating in Bayonne, 54 per cent of those from Union City, West New York, and Weehawken, and close to 75 per cent of those from North Bergen, Secaucus, and Guttenberg. This is because Journal Square serves as a hub for a vast bus feeder network and underscores the importance of developing our Journal Square Transportation Center as an integrated rail transit and bus facility to improve passenger and vehicular traffic movements.

PATH's Newark and Hoboken terminals are the two other New Jersey stations with the heaviest passenger flows. Besides handling riders from their local areas, they are major transfer points for the New Jersey railroads serving suburban commuters.

Manhattan Riders

PATH riders originating east of the river are concentrated at the Hudson Terminal and 33rd Street Station. These generate 66 per cent and 22 per cent of the average weekday movements, respectively.

Interestingly, some 44 per cent of all passengers boarding at New Jersey PATH stations arrive by rail. More than 20 per cent walk to their stations, while a similar

percentage of riders come by bus. Slightly less than 12 per cent of the PATH patrons reach their stations by auto. On the New York side, over 70 per cent of the passengers walk to their boarding station, and one quarter arrive at their respective stations by subway.

Most Are Commuters to Work

Work-related trips motivate some 87 per cent of the passengers boarding at the New Jersey stations, with 73 per cent going to work, 11 per cent coming from work, and 4 per cent traveling on company business. While patrons boarding at the New York stations are similarly work-oriented most of them are homeward-bound and only 10 per cent are reverse commuters who are going to work.

The vast majority of interstate PATH passengers are regular commuters. Thus, about 84 per cent of the riders make the same trip four or more times a week. Patrons averaging two or three trips a week account for 5 per cent of the daily movements, while only 11 per cent use PATH once a week or less.

PRESIDENT NIXON'S OIL POLLUTION ABATEMENT PROGRAM INCLUDES HARBOR RADAR SYSTEM FOR NEWARK BAY

President Nixon urged Congress last Wednesday (May 20), to enact a "Ports and Waterways Safety Act of 1970" which would include, among other provisions, Coast Guard-maintained radar control of navigation in Newark Bay. The request for the legislation was part of a 10-point message to Congress from the White House on potential legislation to protect the nation's navigable waters from oil pollution.

It is believed that the "Ports and Waterways Safety Act" referred to in the message is essentially the same as a bill (HR 15710) that was introduced in the House last February and routinely referred to the House Merchant Marine and Fisheries Committee.

No action had been taken or scheduled on the measure before the President's message. However, this picture may change.

"Control Vessel Traffic"

According to news reports of the President's message on oil pollution protection (see clippings), the proposed law would: "allow the Coast Guard to control vessel traffic in the inland waters and the territorial seas of the United States. To regulate the handling and storage of dangerous cargoes on the waterfront, to establish safety requirements for waterfront equipment and facilities, and to set up safety zones or other controlled access areas in and near U.S. ports and harbors."

During a press briefing on the message, the White House said the radar system for the Kill van Kull and Newark Bay would be in operation by 1972, if the act is adopted. Its purpose would be to reduce the possibility of collisions between oil tankers. Under the system, according to press reports, pilots of tankers and other ships will receive harbor surveillance data and traffic information by radio from a control center that would be manned 24 hours a day.

P.A. Has Favored Radar As An Aid

Since our Planning and Development Department has been working for some time with Coast Guard officers on plans for possible installation of a harbor radar system in Newark Bay as an aid to navigation, the President's proposal would seem at first glance to be a welcome assist to our efforts. However, our program has been developed as an aid to navigation, not control of navigation, as outlined in the White House proposal. We shall have to carefully evaluate all the implications of the proposed "Ports and Waterways Safety Act of 1970," before committing ourselves to its support.

Another part of the President's message can be accepted, if there are no strings attached. This particular part urges Congress to enact pending legislation which would

require all ships operating in U.S. navigable waters to use ship-to-ship radio telephones. We have long advocated the use of such telephone communication and have registered our support for that particular legislation. The bill has been passed by the House, but has not yet received consideration in the Senate.

Austin J. Tobin
Executive Director

May 25, 1970